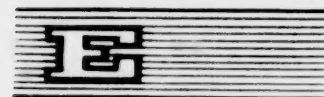




**UNITED NATIONS
ECONOMIC AND SOCIAL COUNCIL**



18
Distr.: GENERAL

E/CA/CM.18/34

10 April 1990

Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA

Eleventh Meeting of the Technical
Preparatory Committee of the
Whole

Tripoli, Libyan Arab Jamahiriya
5 - 12 May 1990

ECONOMIC COMMISSION FOR AFRICA

Twenty-fifth session of the Commission/
eleventh meeting of the Conference
of Ministers

Tripoli, Libyan Arab Jamahiriya
17 - 22 May 1990

LC/NAIROBI.

POPULATION ISSUES FOR ECA MEMBER STATES DURING THE 1990s

1. INTRODUCTION

1. The current economic crisis in Africa is taking place in an environment characterized by rapid population growth rates, uneven population distribution, rapid rate of urbanization, massive unemployment, widening gap between the rich and the poor and consequent progressive pauperization of the population in spite of national programmes of social and economic development. Africa's economic problems are severe and worsening and its performance does not meet the challenges. For instance, sub-Saharan Africa produces annually about \$US 135 billion worth production of goods and services, about the same as only one country, like Belgium, with its 10 million people. Africa's per capita income steadily declined by about 2.6 per cent annually between 1980 and 1987. Coupled with low productivity, high unemployment rates and the "disintegration of the productive and infrastructural facilities", low agricultural output and reduction in food production, such a decline in the peoples' standard of living necessarily implies that African countries should take appropriate and timely action(s) not only to address the economic issues, but also to contain their population problems within their overall strategy to achieve sustained development.
2. By mid-1990, Africa's population is estimated at about 650 million. For the period 1990-1995, its annual growth rate will still remain very high at about 3.0 per cent. Similarly, an average family size of about six children indicates very high fertility levels. An average infant mortality rate of about 97 per 1000 and a low life expectancy at birth of about 54 years reflect the still poor health conditions. Growing rural to urban migration flows, severe drought and desertification problems still prevail (United Nations, 1988).
3. High fertility and moderate declines in mortality, particularly infant/child mortality constitute the major factors accounting for the rapid population growth. The high fertility results from a broad mix of social, economic and cultural factors including early age at marriage, the diminishing practice of prolonged breast feeding as well as sexual abstinence after childbirth; limited use of modern contraception; the relative low status of women; and the relative lack of clear population policies in many countries. The resulting high proportion of the young population (under 15) affects overall economic performance because the implied high dependency burden affects consumption patterns, capital formation, indebtedness, quality of the labour force, and contributes to the inability of governments to support productive investments, due largely to the reduced propensity to save.
4. In view of the population situation and its dynamics, compared to the economic performance, African Governments have come to realize the importance played by population factors in the planning process. It is worth noting that an important change of attitude is taking place among governments towards the relevance of population factors in their development plans. Prior to the second United Nations Population Conference (Bucharest, 1974), many countries, although admitting that rapid population growth rates militated against the fulfilment of their development objectives, did not act to address the issue. The observed change is from a kind of laissez-faire attitude to a position expressing the need for compatibility between economic and population growth (United Nations, 1989).
5. This shift in attitude is further documented by the changing percentages of governments' perceptions towards population questions. From 1974 to 1989, the proportion of those finding their population growth rates as "satisfactory" declined

from 58 to 36 per cent (an average annual drop of 1.5 per cent). On the other hand those perceiving them as "too high" increased from 20 to 54 per cent (an average annual increase of 2.3 per cent). Only five countries still considered the population growth rates as "too low" by 1989 (i.e. Cameroon, the Central African Republic, the Congo, Equatorial Guinea and Gabon) against eight in 1974 (i.e. Cameroon, Cape Verde, the Central African Republic, Côte d'Ivoire, Gabon, the Libyan Arab Jamahiriya, and Morocco).

6. In the case of fertility, the proportion of member States that perceived the level as satisfactory declined from 50 to 30 per cent between 1976 and 1989. With respect to mortality, over 90 per cent of the member States have consistently viewed the level as unacceptable during the corresponding period. Equally, over 65 per cent have viewed the spatial distribution of their population as generally inappropriate. However, in the cases of immigration and emigration, countries still view the existing levels as generally satisfactory, a fact that testifies to the relative unimportance of the two components of population growth to the overall annual growth rates of the populations (see annex, tables 1 to 6).

7. These changes are also reflected in the number of governments that have formulated policies (explicit and implicit) to contain their population problems. A total of 23 States had formulated development-oriented policies to lower the population growth rates by 1989 as against nine in 1974. The evidence regarding the population growth components simply mirrors that of population growth. In the case of fertility, the proportion of member States that formulated policies to reduce the fertility levels increased from 22 to 48 per cent during the period. Regarding the spatial distribution, the proportion of member States with policies aimed at decelerating the tempo of continuing rural-urban flows decreased from 64 to 40 per cent while the proportion that advocates "no intervention/reverse" increased from 36 to 50 per cent during the period. Consistent with the above indicated "views" regarding immigration and emigration, over 80 per cent of these States have policies either not to intervene with or to maintain the existing levels.

8. On these bases, before discussing the strategies to be adopted by these countries for solving their population problems that will continue to affect their development efforts during the 1990s, it is important to first highlight the role of ECA in terms of assistance to member States. This is the content of section II. In section III, proposals for a population strategy to be adopted during the 1990s are then presented. The paper concludes with a call on ECA member States to consider the indicated proposals in their overall development strategy formulation. It also envisages the role to be played by the international community in terms of assistance to the countries towards facilitating the realization of their socio-economic development objectives.

II. ROLE OF ECA

9. The ECA secretariat was involved in population activities as early as 1961. Various ECA Conference of Ministers resolutions have requested it to (a) undertake in-depth studies on population levels, trends and growth components as they relate to socio-economic development (230 (X)); (b) establish subregional centres to train demographers from member States (273 (XII)); (c) assist member states in organizing seminars on population and development as well as expand/improve its activities in the field of population information dissemination and documentation (366 (XIV)); (d) undertake in-depth studies on the integration of population variables in Africa

development planning (400 (XV)); and, (e) take appropriate steps to ensure that the principles, objectives and recommendations of the Kilimanjaro Programme of Action (KPA) are incorporated in its work programme.

10. In the particular field of population, the secretariat's work programme has always been based on the principles that have been evolved to underlie programming for population. These include promotion of development and improvement of demographic statistics; analysis of available data to assist countries in the design and implementation of social and economic policies; provision of advisory services and of training to personnel through technical co-operation; priority to work which provides the greatest practical contribution to programmes in the fields of social and economic development; establishment of arrangements for co-operative action between world, regional and local levels in execution of projects; establishment and maintenance of interregional and interdisciplinary co-ordination; flexibility in programming with periodic reassessment of goals and progress; emphasis on action-oriented programmes at regional and country levels; and provision of adequate and flexible financing for staff and other resources (UNECA, 1970).

11. Since its inception, the ECA population programme has been working towards creating awareness among ECA member States regarding the importance of population factors in development planning. Three phases can be distinguished in this awareness creation process. In the first, effort within the secretariat was focused on data collection in order to fill the gaps in the data required for socio-economic planning. To a large extent, many countries have collected the required data particularly within the framework of the African census programme, but some still need assistance and training to fill their data gaps. In the second phase, the focus was on data analysis and the promotion of sound population policies.

12. The success achieved in this regard culminated in the adoption, in 1984, of the Kilimanjaro Programme of Action (KPA) with 84 recommendations to member States covering such areas as: population and development (rec. 17-30); morbidity and mortality (Rec. 31-39); urbanization and migration (Rec. 40-46); changing role of women in the development process (Rec. 47-58); children and youth (Rec. 59-65); and community involvement (Rec. 82-88). The last phase in the awareness creation, barely begun, consists essentially of assistance to member States in actively addressing specific population issues in accordance with the KPA recommendations, in addition to the assistance from the first two phases.

13. Since 1984, the primary focus of the secretariat's work programme in population has been the provision of assistance to member States to enable them to implement the KPA recommendations. To date, the secretariat has prepared and disseminated to its member States documentation on the methodology of national and subnational projections (UNECA, 1986). In the course of the 1990-1991 biennium, this line of endeavour will be extended to the sectoral level of projections. A second related activity already undertaken by the secretariat is the preparation of "guidelines for integrating population factors in development planning for ECA member States" at the macro/selected sectoral levels. Integration, in this context, involves four main interrelated sets of operational activities, namely: (a) determination of the conceptual framework; (b) institution building; (c) training; and (d) dissemination of population information. Again in the course of the 1990-1991 biennium, these "guidelines" will be translated into a "manual" at the macro and agricultural sector levels of planning. Thereafter other sectors will be covered.

14. In the specific area of fertility, the secretariat has, since the adoption of KPA in 1984, undertaken studies aimed at assisting member States with the development of strategies for lowering their fertility levels, when required. For instance during the 1984-1985 biennium, one of these studies focused on "population growth evaluation of family planning programmes in selected African countries" (UNECA, 1986). Its thrust was to compare trends in the population growth components of the selected countries with the objectives of the family planning programmes established some years back to induce reductions in the observed trends of the population growth components. Among the five countries selected (Egypt, Ghana, Kenya, Morocco and Tunisia) the study found that the objectives of the various programmes were realized only in the case of Tunisia, due mainly to the Government's commitment to the programme. In the other countries, with less government commitment and less specification of objectives, the programmes were less successful in terms of inducing the desired reductions in the population growth rates. The lesson of the study was obviously that government commitment to any aspect of its national population programme was an ingredient to the achievement of any particular programme objectives.

15. The ECA secretariat subsequently undertook a more comprehensive study based on this finding and available evidence that family planning programmes, either alone or in combination with socio-economic development programmes could not effect significant declines in fertility (Omran et al., 1977). The objective of the study based on data from existing four national family planning programmes was to provide some guidance to member States seeking to adopt family planning programmes in the future, in order to reduce their population growth rates. Specifically, the objectives were to: (a) assess the effect(s) of the programmes on fertility levels, patterns and trends in the selected member States (Egypt, Kenya, Lesotho and Mauritius); (b) identify the socio-economic and attitudinal factors which act as pre-conditions impinging on the clientele of these programmes and the manner in which these conditions facilitated, delayed or hindered the attainment of programme objectives.

16. Briefly, the study revealed that "programme efforts had been very successful in Mauritius, moderately so in Egypt, much less so in Kenya, while they have had little effect in Lesotho" (UNECA, 1987). Among the factors identified as accounting for these differential effect(s) were (a) the degree of official interest and involvement in family planning; (b) the level of education; (c) the extent of female employment in the wage sector of the economy; (d) the adequacy and coverage of family planning services; and (e) the level of infant and child mortality. The study concluded that, of these factors, the most important is education since it is positively associated with attitudinal change towards a large family size and inversely related with infant and child mortality and, ultimately, fertility.

17. The implications of these findings for member States in the face of the aforementioned economic-demographic problems are readily obvious. In this context, the United Nations General Assembly resolution (GA 42/104) stresses the importance of assisting member States to implement programmes within the framework of the International Literacy Year (1990) as implicit in this resolution. It elaborates a global strategy for the eradication of illiteracy and the organization of a world-wide literacy campaign to promote deeper understanding by the public of various aspects of the problem of illiteracy.

18. During the 1986-1987 biennium, another related study by the secretariat on the "impact of the changing role of women on fertility" based on data from the West African subregion (Benin, Côte d'Ivoire, Ghana, Nigeria and Senegal) established a significant

and positive relationship between decreased fertility and increased role of women in the development process (e.g., participation in the labour force outside the home, spending more years in acquiring higher education, etc) (UNECA, 1985). Again the lesson from the study is that as more member States implement measures purporting to involve women in their socio-economic development programme implementation, a much more favourable attitude towards smaller family sizes can be expected: a conclusion consistent with the realization of some of the goals of development programmes, namely the eventual minimisation and/or elimination of poverty, unemployment and inequality.

19. A third study on the impact of family structure on fertility in selected sub-Saharan and North African countries revealed that the prevailing "extended family" structure was, in a way, an obstacle to the use of contraception and, rather, favoured a large family norm (UNECA, 1987). By implication, the study suggested, among other things, that in designing family planning programmes, governments should take into account the existing family structures. The lack of conceptual and empirical knowledge about the dynamic nature of the socio-economic and demographic systems is one of the factors of the failure of past population programmes to attain the set objectives (UNECA, 1989). One impediment to the effective design and execution of fertility policies in member States is the fact that their formulation and implementation have often taken place without adequate understanding of the socio-economic situation. The design of an effective fertility policy requires the taking into account the family and more specifically, women. An important finding of this particular study is that fertility policies should be based upon an understanding of the role of women, both within the family and in the larger framework of society.

20. In this respect, it is pertinent to recall General Assembly resolution S-13/2 on the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UN-PAARE) which, among others, stresses that "the role of women in development must be taken seriously into account in development planning and in the disbursement of resources, both as contributors to and beneficiaries of development efforts as recommended by the Arusha Forward-looking Strategies for the Advancement of Women beyond the United Nations Decade for Women (See A/CONF.116/9 and Corr.1, sect. IV) adopted by the regional intergovernmental preparatory meeting organized by the ECA secretariat and held at Arusha, United Republic of Tanzania from 8 to 12 October 1984". The importance of this resolution in this context is that the pivotal role of women in development must be recognized and encouraged by member States.

21. Many more similar studies have been undertaken by the secretariat not only in the specific area of fertility but also in the areas of family planning/MCH programmes, morbidity/mortality, etc. Put together, the secretariat's activities in this context have been in line with the World Population Plan of Action (Bucharest, 1974) to advocate that socio-economic development and national population programmes should be implemented simultaneously. Put more succinctly, the areas of focus in the secretariat's population work programme have been consistent with the relevant issues in the ongoing population debate. It will be recalled that the substance of the debate is that (a) rapid population growth rate is not the real source of low levels of living in developing countries, and (b) it plays a role of a real constraint to development and an aggravating factor in times of crises. It is argued that although socio-economic development is necessary, it is not sufficient for engendering motivations conducive to small family norms. But when socio-economic development and national population programmes are combined, the benefits of each can be fully realized.

III. PROPOSALS FOR A POPULATION STRATEGY DURING THE 1990s

22. In the light of the foregoing, the suggested strategy by ECA in the field of population during the 1990s should be to focus attention on the following five priority areas:

A. Socio-economic development and national population programmes

23. The strategy should aim at initiating and/or intensifying socio-economic development simultaneously with national population programmes. The basis for this proposal is that family planning services can help reduce fertility during that period when socio-economic development is still at an early stage to effectively influence fertility. It can lessen the demographic burden, reduce the time lag between social and economic change, lessen the debt need for reduced assistance, and act as an engine of social change along with other efforts in the same direction. Thereafter, family planning can maximize contributions of development by reducing the pace of population growth so that it does not surpass faster socio-economic development. On the other hand, social and economic development programmes, if the good run, will tend to reinforce the effects of family planning programmes. Likewise such programmes seek at least to minimize and/or eliminate poverty, unemployment and inequality in the distribution of income.

24. The strategy, therefore, calls on member States that have not formulated relevant policies to contain their population problems to do so. They should see population as a central component in formulating and implementing policies and programmes for accelerated economic development. They should devote their efforts to promote national population programmes along the recommendations of the KPA. For those which have already formulated such national strategies during the 1980s should be directed at working out action plans for the implementation of the policy strategies.

25. Typically, population policy strategies include family planning and fertility regulation; maternal and child health care (MCH); role and status of women in development; children and youth; population education and information; spatial distribution; and data collection, training and research. For each of these fields, the architects of the policy should constitute a task force to prepare a background document which would review the state of the art per strategy area. Such a review should include an exhaustive analysis of what is known in the country about the "field", in particular, the problem areas, indications of future interventions, an agenda for action to operationalize the suggested arbitration and a budget to implement the work plan. A combination of all the background papers should constitute the subject of discussion at a national workshop on the Action Plan for implementing the population policy strategies.

26. As more countries establish family planning programmes as part of their population programmes, the strategy recommends that more attention be given to evaluation services and to a wider dissemination of their findings. Such a strategy is important because member States are at varying stages of the integration process. By disseminating the results from such evaluation, the experiences of countries with a longer tradition can be shared by others.

B. Studies on population dynamics

27. In order to foster the implementation of the first strategy as thus proposed, it is important for member States to undertake studies aimed at monitoring population dynamics, in a drive to promote increased awareness regarding the implications of the high population growth rates, high fertility, uncontrolled urbanization and migration and to stimulate the thinking for possible solutions to population problems.

28. All the studies should be couched within the framework of the emerging integrated approach to population and development planning. One focus of these studies should be on "what population" (size, structure, composition and dynamics) is relying on "what resources" (i.e., the environment). Since requirements for natural resources increase both with growing populations and growing consumption per capita, the strategy should be for "a just distribution of resources and to the minimization of wasteful aspects of their use. It is imperative that all countries and, within them all sectors, should adapt themselves to a more rational utilization of natural resources" (United Nations, 1981). The "rational development, management and utilization of natural resources should be encouraged in order, *inter alia*, to prevent early exhaustion of finite resources and overburdening of renewable resources" (General Assembly res. 35/56, annex, para. 32). "There is need to ensure an economic development process which is environmentally sustainable over the long run and which protects the ecological balance. Determined efforts must be made to prevent deforestation, erosion, soil degradation and desertification" (General Assembly res. 35/56, annex, para. 31). Other General Assembly resolutions (42/186 and 42/187) urge the incorporation of sustainable development in the activities of the United Nations (and hence of its Member States) with a view to raising the economic standards of the poor to a point where they can maintain their resource base for use by later generations.

29. A related highlight of the studies should be on the determination and analysis of the profile of specific population groups: youth, the aged, the disabled, juvenile delinquents and criminals. The growing numbers of youths is a reflection of the rapidly growing population rate. The relatively small proportion of the aged is only a temporary phenomenon for the region as a whole. The warring situation in countries is generating an increasing number of disabled persons. Studies on the social situation should, among others, provide data on these various groups as well as guidelines for making them self-reliant and lessening the drain on society.

30. In this context, the General Assembly resolutions on the world aging situation (41/67) and on the International Plan of Action on aging (44/67) are also pertinent. Contributions are expected to be provided by the ECA secretariat to the United Nations Centre for Social Development and Humanitarian Affairs (CSDHA, Vienna) incorporating the secretariat's expertise in the study. In particular, an outline of the study is expected to be submitted by May 1990 to CSDHA on the secretariat's activities for 1992 and beyond for incorporation into the global programme. The situation in member States should be drawn upon by the secretariat in providing such inputs.

31. Another area of focus for such studies should envisage a greater role of women in the development process. In order to improve and/or increase the involvement of women, a basic prerequisite is to effect changes in their legal status. Available evidence based on a recent ECA study (LAECA, 1990) notes that in many countries, the statutory law affecting women is often overriden by the customary law, especially

with respect to marriage and family spheres where the woman is still treated as "a minor and subordinate to a man". The evidence reveals considerable discrimination against women in many societies, particularly in the granting/losing of citizenship, in access to public work, and in inheritance and property rights of married women. Given these discriminatory practices, the women cannot enjoy their right as equal citizens despite the existence of several international conventions and national laws.

32. It will be recalled that the World Conference on International Women's Year (Mexico, 1975) adopted a Plan of Action for the advancement of women, with 34 resolutions to supplement the World Population Plan of Action on population (1974). These resolutions covered research/training for the advancement of women in Africa and the establishment of short-, medium- and long-term targets to implement in the areas of increased literacy and vocational training in basic skills, parity of enrolment at the first stage of the educational pyramid, increased employment opportunities, development of modern rural technology, cottage industries, etc. Several member States (e.g. Burkina Faso, Cote d'Ivoire, Egypt, Gabon, Nigeria, Swaziland, Uganda, the United Republic of Tanzania and Zaïre) highlighted the progress so far made in establishing national commissions and women bureaus. Admittedly, the number of such member States has increased since then. There is need for a study to assess the actual progress being made in this context.

33. As noted earlier, the studies by the ECA secretariat had stressed the importance of the role of women generally and the family in particular during the course of development. The findings from those and other studies should be used as guides to the development of measures designed to increase and/or improve the involvement of women in the development process. In this regard, it should be recalled that in her "1989 state of the world population report", the Executive Director of UNEPA (Dr. Nafis Sadik) observed that: "the extent to which women are free to make decisions affecting their lives may be the key to the future, not only of the poor countries but of the richer ones, too. As mothers, producers or suppliers of food, fuel and water, traders and manufacturers, political and community leaders, women are at the center of the process of change." (UNECA, 1989).

34. To boost greater involvement of women in the development process, the recommendations of the ECA study just noted (UNECA, 1990) are pertinent and should constitute a cornerstone of the strategy that should be adopted. At the international level, the study suggests that advisory and training services should be organized to enable participants from member States to share experiences and to bring their national legislation in conformity with international standards on the status of women. At the national level, the study suggests (a) the review and updating of existing legislation; (b) the establishment of appropriate government bodies to monitor the changes emanating from the adoption of new laws; (c) organization of legal education for school children on the rights and status of women in formal and informal sectors; (d) use of the television, radio, newspapers, magazines and other media for interpreting legal provisions in a way that they are understood by a vast majority of common people particularly as the latter are illiterate and largely comprise women; (e) strengthening of sanctions for crimes committed on sex grounds; (f) the organization of different legal aid schemes, legal consultations, advisory/technical services; and (g) the organization of all types of research to determine the real status of women in society in different spheres.

35. On fertility specifically, there is need to continue with in-depth studies to ascertain that the factors affecting its levels and trends are consistent with slowing down rapid population growth rates. Future research should make more explicit reference to the biological mechanisms affecting fertility. Research on attitudes towards family size should provide a hierarchy among those considerations relevant to procreation. The research needed to inform policy makers should proceed from accurate measurement of the proximate determinants of fertility combined with modelling of the proposed policy interventions.

36. There is the need to demonstrate the potential effect of an increase in the age at first marriage, for example, on total fertility through simulations that contain actual data for their initial conditions. It will then be left to policy makers to weigh the cost, in terms of acceptability to the general public, against the foreseen benefits. Raising the minimum age at first marriage is part of most population policies in the region, yet there has been little demonstration of what benefits would accrue if this particular strategy is implemented. This lack of information means that there is no material for persuading politicians and administrators to enforce what may be seen as an unpopular measure. In the main, studies related to an increase in the modal age at first marriage for females should, among others, provide them with a greater control of themselves in relation to childbearing and education with consequent implications for a greater role in the development process.

37. The same is, *ipso facto*, true regarding mortality and morbidity excepting that, here, emphasis should be placed on studies based on the interrelationships between child/maternal mortality and fertility levels and trends. Policy makers need to be provided with analyses that contain quantitative comparisons of possible policy interventions and their effect on mortality rates. There is a need for analysis on differential mortality rates, over space and between socio-economic groups according to the underlying proximate determinants such as water, nutrition, education and housing conditions. There is a need to go beyond describing mortality differentials to explaining why they exist; this calls for intensive studies to identify the detailed spatial distribution of diseases and their etiology.

38. In the area of urbanization/migration, the focus should be on the problems of drought, desertification and refugees in relation to their effects on other population variables. Logistics for research work have meant that disproportionately more is known about conditions in urban than rural areas. There is need for more balanced information between rural and urban areas. The studies of spatial distribution have naturally concentrated on the more discernible factors: income differences between rural and urban areas and sizes of landholdings are often used as indicators of push factors in rural areas. More information is needed on how people actually live in rural areas: their housing, water supply and how many hours per day they must work to ensure their survival. Further information is needed on the quality aspects of rural life. It is these considerations together with the more psychological ones such as escape from parental authority that may explain the pattern of migration flows being observed.

C. Integration of population variables and policies in development planning

39. In spite of recent problems regarding central planning, member States have to continue to plan their development strategies in a co-ordinated manner in order to maintain the power to monitor the economic trends and to have some advance knowledge

about the medium and long-term perspectives of their economies. The strategy should encourage member States to utilize the "guidelines" noted earlier as an analytical framework within which to subsume the development of their national population programmes as integral parts of their overall development strategy. Additionally, the people (i.e. the whole community) should be totally involved in the process of designing and implementing the projects, policies and programmes in relation to the development strategy of the nation. In the past, the norm had been to exclude the people "from any critical and significant contribution to national directions"; this made "popular mobilization and effective accountability difficult". ... "Putting the people first is a conditio sine qua non both for socio-economic recovery and transformation and self-reliant and internally self-sustaining processes of development". (Adedeji, 1990).

D. Data collection, training and research

40. In order to implement the suggested programmes in the first three strategies, population development related data should be collected, analyzed and the findings emanating therefrom should be utilized in the formulation and implementation of plans. As African countries are expected to make a breakthrough in improved data availability, increased demand for demographic data analysis might have to be met by the secretariat. In this regard, three actions can be envisaged: the organization of national seminars on analysis and use of census/other data, middle-level on-the-job training and direct advisory services in data analysis to the countries, on request. Among other things, the seminars should promote increased awareness regarding the components of population growth. Equally, although needs will continue to be expressed for trained personnel, training programmes should shift gradually to research and selective training as against academic training.

41. Accordingly, in planning their overall strategy to obtain data needed for integrated planning, member States should emphasize the link between the collection and analysis of the data. Data users should be linked with the whole process of data collection right from the beginning so that the needs of all users are taken into account. In this regard, country-based training programmes should be emphasized so as to strengthen national capability for collecting, analyzing and utilizing data in the planning process.

E. Information dissemination

42. Admittedly, success in integrating population factors into development planning depends upon creating an awareness of population problems at different levels of decision making, particularly at those dealing with the allocation of resources to family planning and other population-related programmes. In this regard, a strategy should be instituted, if not already done, to strengthen existing population information, education and communication (IEC) programmes. Such programmes should be institutionalized so as to provide a continuous chain for collecting, processing and disseminating population information and messages relevant to population and development interrelationship within the overall national population programme.

43. A "storehouse" or national repository or centre for information encompassing research findings in each member State, country experiences on population-development interrelationships, important conferences and seminars, status of implementation of national population-related projects and programmes should be established to ensure ready access to information. The development of data bases to cover these various

areas should form part of the strategy. Additionally, development programmes should create awareness of population in the context of specific developmental relationships and highlight the consequences of population change on particular development objectives.

44. These national efforts in information dissemination should liaise closely with the activities of the Population Information Network for Africa (POPIN-Africa) in order to facilitate information resource sharing. POPIN-Africa, located within the ECA Population Division, is actively developing regional and subregional linkages with pertinent institutions and programmes to enhance the free flow of population information and data among member States. To this end, the promotion of awareness of the impact of population on development (and vice versa) through the utilization of micro-simulation models for graphic displays in order to brief high-level decision makers on the consequences of population change on development efforts should be encouraged. The role of the mass media and press agencies in ensuring further dissemination and diffusion of population information to all sections of the nation will prove an effective catalyst for the sensitization and awareness creation of the efforts by member States.

IV. CONCLUSION

45. This paper has outlined the demographic problems that have been and are continuing to negate the efforts of governments of ECA member States in achieving the objectives of their development programmes. The past, present and future roles of the ECA secretariat in assisting these States to solve these problems have also been indicated. It is noted that despite such assistance during the 1961-1989 period and those of other international agencies, the bulk of the population problems still remain. This is due partly to the multisectoral nature of these problems and partly to the relative ineffectiveness of the policies formulated by the member States themselves to contain the problems. It is in this light that the paper subsequently made additional proposals aimed at providing solutions to these recurrent and persistent problems.

46. Because the regional socio-economic problems are worsening, the search for effective solutions necessarily involves both the countries and the international community. In this context, the twenty-fourth session of the Commission and fifteenth meeting of the Conference of Ministers responsible for economic development and planning held from 6 to 10 April 1989, adopted 22 resolutions embracing various socio-economic development issues in the ECA region. Of these, six were addressed to the United Nations Secretary-General (Document E/ECA/CM.16/27) while the remaining 16 were addressed to the member States themselves, the ECA Executive Secretary, organs of the United Nations and other organizations. Pursuant to the implementation of those addressed to the ECA Executive Secretary, about 13 resolutions have been adopted. These include (a) Proclamation of a second Industrial Development Decade for Africa (656 XXIV); (b) Strengthening development information systems in Africa (658 XXIV); (c) Review of the achievements of the Multinational Programming and Operational Centres of the Commission in order to strengthen them (659 XXIV); (d) Promotion and strengthening of subregional, regional and international co-operation in the fight against migrant locusts in Africa (660 XXIV); (e) Creation of an African Economic Association (663 XXIV); (f) Strengthening the capabilities of subregional and regional structures for the integration of women in development (666 XXIV); (g) Measures for strengthening the ECA's special programme for least developed, land-locked and island countries (667 XXIV); (h) Economic Report on Africa and Survey of Economic and Social

Conditions in Africa (668 XXIV); (i) African Institute for Economic Development Planning (669 XXIV); (j) Establishment of the African Monetary Fund (670 XXIV); The current economic situation in Africa (671 XXIV); (l) Contributions by the EC to the Preparation of the International Development Strategy for the fourth United Nations Development Decade (673 XXIV) and (m) African Alternative Framework for Structural Adjustment Programmes for Socio-economic Recovery and Transformation (XXIV).

47. On its own part, the General Assembly by resolution 44/211 has, among other things, "decided (i) that the country offices and the resident co-ordinators should effectively provide ongoing multidisciplinary technical advice and support to government in its programming and executing responsibilities; (ii) to reinforce team-leadership capacity of the resident co-ordinator within the United Nations system at the country level for the integration of the sectoral inputs of the system and the effective and coherent response of the United Nations system to the national programme framework, through, *inter alia*: ...; (iii) to request the Director General to include in his annual report on operational activities for development, in 1990, an analysis of possible ways and means of providing multidisciplinary technical advice from the United Nations system at the country level ... taking into account the need to maximize the utilization of the capacities of the country offices and field representations...; and, (iv) to request all organs, organizations and bodies of the United Nations system to make, without delay, the necessary arrangements, in co-operation with the host governments, ... to establish common premises at the country level, and to request the Director General to include in his annual reports on operational activities information on progress made in that area."

48. By the very content of this resolution, it is clear that the UNDP offices will henceforth play a critical role in the implementation of operational activities at country level. UNEFPA, equally, besides providing much of the funding for these activities, will also be involved in the direct implementation of these activities. Given the long-standing experience of the ECA secretariat regarding assistance to member States, on request, in various areas of the population field, it will certainly be in a position to provide much of the inputs that will be required by both UNDP and UNEFPA in implementing the activities. This envisaged role of the ECA secretariat is predicated on the likely exorbitant cost of providing additional field staff by both UNDP and UNEFPA towards the implementation of the activities. The ECA secretariat's knowledge of the countries in the region and accumulated country information by way of data bases can be readily utilized in this context. The actual modalities for such utilization can be worked out on an inter-agency basis within the United Nations system.

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ANNEX

Table 1. Reported views and formulated policies on population growth in 165 member States, 1974-1989

Year	Views on population growth				Policies on population growth				
	Codes				Codes				
	1	2	3	4	0	1	2	3	4
Percent (N = 50)					Percent (N = 50)				
1974	58	18	20	4	-	-	18	14	6
1976	48	14	32	-	58	-	22	14	6
1978	54	14	32	-	58	-	24	10	2
1980	52	16	30	2	54	-	24	12	-
1982	40	15	34	-	54	-	16	28	12
1986	36	18	54	-	38	-	38	8	-
1989	36	11	54	-	48	-	36	16	-

Source: United Nations, Trends in Population Policy (United Nations, New York, 1989).

Key to the codes

Views

- 1 = satisfactory
- 2 = too low
- 3 = too high
- 4 = no data

Policies

- 0 = no intervention
- 1 = maintaining intervention
- 2 = maintain
- 3 = lower the rate
- 4 = raise the rate
- 5 = no data

Table 3. Reported views and formulated policies on fertility levels in ECA member States, 1974-1989

Years	Views on fertility (%)				Policies on fertility levels					
	Percent				Codes					
	1	2	3	4	0	1	2	3	4	5
	Per cent (N = 50)				Per cent (N = 50)					
1974	-	-	-	-	-	-	-	-	-	-
1976	50	10	1	6	54	-	4	22	4	6
1978	56	1	57	2	64	2	4	22	8	2
1980	41	10	42	4	54	3	10	24	4	-
1983	42	10	48	1	48	-	12	30	10	-
1986	54	8	34	4	48	2	6	40	6	-
1989	50	4	7	6	48	4	6	38	4	-

Source: See table 1.

Table 4. Reported views on mortality levels in ECA member States, 1974-89

Years	Views on mortality levels (%) : N = 50 member States		
	Codes		
	1	2	3
1974	-	-	-
1976	4	50	6
1978	4	34	2
1980	2	58	-
1983	6	34	-
1986	6	34	-
1989	8	34	-

Source: United Nations, Trends in Population Policy (United Nations, New York, 1980).

Key to the codes

Views

1 = acceptable

2 = unacceptable

3 = no data

Table 4. Reported views and formulated policies on spatial distribution in ECA member States, 1974-1989

Years	Views on spatial distribution (X) (N = 50 States)				Policies on spatial distribution (X) (N = 50 States)				
	1	2	3	9	Codes 0	2	3	4	9
1974	-	-	-	-	-	-	-	-	-
1976	-	24	70	6	22	8	64	-	6
1978	-	30	68	2	22	10	66	-	2
1980	-	28	72	-	20	12	68	-	-
1983	-	28	72	-	22	12	68	-	-
1986	-	34	66	-	22	12	64	2	-
1989	12	20	68	-	28	22	40	10	-

Source : United Nations, Trends in Population Policy (United Nations, New York, 1989).

Key to the codes

Views

- 1 = appropriate
- 2 = partially
- 3 = inappropriate
- 9 = no data

Policies

- 0 = no intervention
- 2 = reverse
- 3 = decelerate
- 4 = accelerate
- 9 = no data

Table 5. Reported views and formulated policies on immigration levels in ECA member States, 1974-1989

Years	Views on immigration levels (%) : N=50				Codes	Policies on immigration levels (%) : N=50				
	1	2	3	9		0	1	2	3	4
1974	-	-	-	-	-	-	-	-	-	-
1976	82	2	4	6	-	2	78	6	8	6
1978	88	6	4	2	2	2	84	6	4	2
1980	86	2	12	-	2	2	82	12	2	-
1983	80	2	18	-	2	2	76	18	2	-
1986	78	2	20	-	-	2	78	18	2	-
1989	78	2	20	-	32	-	38	28	2	-

Source : United Nations, Trends in Population Policy (United Nations, York, 1989).

Key to the codes

Views

- 1 = satisfactory
- 2 = too low
- 3 = too high
- 9 = no data

Policies

- 0 = no intervention
- 1 = maintain/no intervention
- 2 = maintain
- 3 = lower the rate
- 4 = raise the rate
- 9 = no data

Table 6. Reported views and formulated policies on emigration levels in ECA member States, 1974-1989

Years	Views on emigration levels (%) : N=50				Codes 0	Policies on emigration levels (%) : N=50			
	1	2	3	9		2	3	4	9
1974	-	-	-	-	-	-	-	-	-
1976	86	2	6	6	-	86	6	2	6
1978	84	2	12	-	-	88	8	2	2
1980	86	2	12	-	-	88	10	2	-
1983	76	-	24	-	-	82	16	2	-
1986	82	-	18	-	-	82	14	4	-
1989	80	-	20	-	34	42	20	4	-

Source : United Nations, Trends in Population Policy (United Nations, New York, 1989).

Key to the codes

Views

- 1 = satisfactory
- 2 = too low
- 3 = too high
- 9 = no data

Policies

- 0 = no intervention
- 1 = maintain/no intervention
- 2 = maintain
- 3 = lower the rate
- 4 = raise the rate
- 9 = no data